

*Standards for the
Public Library
Service in
Scotland*

*Report of a Working Party
appointed by the
Secretary of State for Scotland*

EDINBURGH

HER MAJESTY'S STATIONERY OFFICE

1969

2000-01-01

1000-01-01

1000-01-01

Contents

	<i>Paragraphs</i>
I PREFACE	<i>Page 5</i>
II MEMBERS OF THE WORKING PARTY	<i>Page 7</i>
III INTRODUCTION	1-6
IV THE STRUCTURE OF THE PUBLIC LIBRARY SERVICE	7-16
V STANDARDS FOR THE ACQUISITION OF MATERIALS	17-30
VI STANDARDS FOR STAFFING	31-41
VII STANDARDS FOR LIBRARY BUILDINGS	42-50
VIII THE QUALITY OF SERVICE	51-73
IX SPECIAL SERVICES	74-83
X CHILDREN'S LIBRARIES AND SCHOOL LIBRARIES	84-101
XI INTER-LIBRARY CO-OPERATION	102-106
XII GAELIC	107-110
XIII THE RECRUITMENT AND TRAINING OF LIBRARY STAFF	111-114
XIV THE FUTURE	115-120
XV SUMMARY OF RECOMMENDATIONS	121

APPENDICES

	<i>Page</i>
A Library Authorities and the Populations they Serve	42
B Library Buildings	44
C Standards for Public Library Buildings — International Federation of Library Associations	46

I. Preface

To the Rt Hon William Ross, MP, Secretary of State for Scotland.

We were appointed by you in October 1967 with the following terms of reference :

‘ To study the standards of the public library service in Scotland and to make recommendations about the standards that are desirable for an efficient service, having particular regard to the report of the Working Party on Standards appointed by the Minister of Education in March 1961.’

We now have the honour to present our report. In doing so we wish to make one general point. If adopted, our recommendations on the acquisition of material, on staffing, and on buildings would bring a need for a substantial rise in the amount of money devoted to the library service by local authorities. Throughout the period in which we have been sitting there have been strains on the country's economy, and public authorities have had to accept restrictions on their expenditure. We are conscious that the present is not the best time to recommend that more resources be put into a particular service and especially into one where direct benefits to the community cannot easily be demonstrated, but we concluded that, despite the unfavourable aspect of the times, we should not seek to scale down our recommendations to levels which, in our opinion, might be regarded as more acceptable at the present time. Our aim has been to set out the standards necessary for a good service to readers, so that those responsible for the public library service can measure the service they provide against these standards.

These standards should not be taken in isolation, and adopted separately. Each is a part of a whole, though the most important recommendation is that for the standard of the basic library service and the acquisition of material. That must come first ; more and better staff cannot be fully effective unless acquisitions are at a higher rate than is at present normal, nor will the full value be obtained from new buildings. But though the basic library service must come first, it must not be alone. A higher rate of acquisition will not be of value to the public if the material is not properly housed, nor if there is insufficient staff to select and handle it properly.

We met on eleven occasions and considered information collected for us by your Department and papers submitted by the Scottish Library Association. We particularly wish to record here appreciation of the way in which the Scottish Library Association has helped us in our work, especially by collecting and analysing statistical information.

We also wish to acknowledge our gratitude for the help we have received from the Department of Librarianship, University of Strathclyde ; the Scottish Branch of the Youth Libraries Section of the Library Association ; the Library Adviser to the Secretary of State for Education and Science, Mr P. H. Sewell, who spent a day discussing with us the working of the England and Wales Public Libraries and Museums Act, 1964 ; Mr M. C. Pottinger, DSC, Librarian, Scottish Central Library ; Miss A. J. Bunch of the Scottish Hospitals Centre ; and the librarians

and library authorities of the public libraries which we visited—Airdrie, Glasgow, Inverness, Inverness-shire, Lanarkshire, Motherwell, and Ross and Cromarty. We are also indebted to the Institute of Municipal Treasurers and Accountants and the Society of County Treasurers, who have given us permission to use the statistics in their joint publication 'Public Library Statistics, 1967/68'.

We should like to record our gratitude to the Secretary of State's Library Adviser, Dr A. Law, who acted as an assessor to the Working Party, and to our Secretaries. Dr Law's knowledge and enthusiasm have greatly assisted us in our work. We had an unavoidable change of Secretaries in mid-stream and we should particularly like to thank Mr D. Connelly and Mr W. S. Paterson on whom, after they took over, fell much of the burden of preparing our report.

II. Members of the Working Party

Chairman

Mr I. M. ROBERTSON, MVO, Under Secretary, Scottish Education Department

Association of County Councils in Scotland

Mr A. K. DAVIDSON, CBE, County Convener, Stirlingshire

Mr W. H. MCKAY, County Treasurer, Lanarkshire

Mr J. B. PURDIE, County Librarian, Renfrewshire

Mr L. B. YOUNG, MA, LLB, EdB, Director of Education, Perth and Kinross

Convention of Royal Burghs

Mr R. D. HUNTER, MBE, Town Clerk, Cumnock

Provost E. ROBERTSON, Provost of Dumfries

Mr L. A. RUNCIMAN, Town Clerk, Coatbridge

Councillor A. C. SMYTH, OBE, Forfar Town Council

Counties of Cities Association

Councillor J. B. MCKENNA, Chairman, Libraries and Museums Committee,
Glasgow, 1968-69 (from May 1968)

Mr C. S. MINTO, City Librarian and Curator, Edinburgh

Councillor R. A. RAFFAN, Aberdeen Town Council

Mr D. M. TORBET, Chief Librarian, Dundee

Councillor J. WILL, Chairman, Libraries and Museums Committee,
Glasgow, 1966-68 (to May 1968)

Scottish Library Association

Mr J. W. COCKBURN, Depute City Librarian and Curator, Edinburgh (from
January 1968)

Mr N. R. MCCORKINDALE, Burgh Librarian, Galashiels

Mr M. K. MILNE, City Librarian, Aberdeen (to December 1967)

Mr W. B. PATON, OBE, County Librarian, Lanarkshire

Mr R. S. WALKER, Department of Librarianship, University of Strathclyde

Co-opted Member

Mr W. E. TYLER, Head of the Department of Librarianship, University
of Strathclyde

Assessor

Dr A. LAW, OBE, Library Adviser, Scottish Education Department

Secretariat

Mr D. CONNELLY (from August 1968)

Mr W. A. P. WEATHERSTON (to July 1968)

Mr W. S. PATERSON (from November 1968)

Mr W. A. BROTHIE, MBE (to November 1968)

III. Introduction

1. We were appointed following representations made to the Secretary of State for Scotland, particularly by the Scottish Library Association, about the standards of the public library service. It was the view of most of those who made representations that there was a need for legislation in Scotland on the lines of the England and Wales Public Libraries and Museums Act 1964. The England and Wales Act was preceded by the work of a Committee under the Chairmanship of Sir Sidney Roberts, 1957/59¹, and by two working parties. The first of these working parties considered the Standards of the Public Library Service² and we were specifically referred to their report ; the second was on Inter-Library Co-operation.³

2. It was known through the statistics collected each year by the Institute of Municipal Treasurers and Accountants and the Society of County Treasurers, that expenditure in Scotland on public library services was lower than in England and Wales with marked differences in expenditure, and therefore in the standard of service, between authorities. The view was, and still is, widely held that, in general, library services in Scotland fall short of what is required in modern communities with a high and rising standard of education.

3. The 1964 Act in England and Wales introduced two important new features. First, it required library authorities to provide a comprehensive and efficient service ; second, it imposed a duty on the Secretary of State for Education and Science to superintend and promote the improvement of the public library service in England and Wales and to secure the proper discharge of their functions by library authorities. To assist him in carrying out this function, the Secretary of State has two Library Advisers whose function is, in general, similar to that of H.M. Inspectors of Schools. He also has power to require library authorities to furnish him with information.

4. We agree with the body of opinion which would like to see similar powers conferred on the Secretary of State for Scotland, and we return to this question below (Section XIV). Whether or not legislation on these lines is in the end introduced, in our view there can be no doubt about the need at least for a consolidation and review of existing legislation ; the main statute under which burgh libraries are provided is the Public Libraries Consolidation (Scotland) Act 1887, the replacement of which is long overdue.

5. Our terms of reference direct our attention to ' the standards of the public library service '. It is not our task to determine the nature and size of a library authority. These matters were, by agreement with the local authority associations, excluded from our purview when the Secretary of State decided to set up the Working Party. By that time the Royal Commission on Local Government in

¹ The Structure of the Public Library Service in England and Wales. Report of the Committee appointed by the Minister of Education. HMSO London, 1959, Cmd 660.

² Standards of Public Library Service in England and Wales. Report of the Working Party appointed by the Minister of Education. HMSO London, 1962.

³ Inter-Library Co-operation in England and Wales. Report of the Working Party appointed by the Minister of Education. HMSO London, 1962.

Scotland was already in existence and had begun its comprehensive review of the functions of local government, and it was right, in our opinion, that the review of the size and nature of library authorities should be carried out in conjunction with a review of other services.

6. Our terms of reference require us to have particular regard to the report of the England and Wales Working Party. Our study of Scottish library services has led us to agree with the concept of a basic library service which was put forward by that Working Party, and we agree with it that the minimum rate of acquisition of books and other materials necessary for an efficient service is one which is best capable of being reached by a library authority serving a population of at least 30,000. This is not to say that an efficient service cannot be based on a population of less than 30,000, but it must be realised that a smaller population will need to spend proportionately more money if it is to give an efficient service. The significance of this statement will be realised when we mention that 46 of the 83 public libraries in Scotland in 1968 served populations of less than 30,000. A list of library authorities is given at Appendix A.

IV. The Structure of the Public Library Service

SCOTLAND

7. The present system of public libraries began with the passing of the Public Libraries (Scotland) Act in 1853¹, which empowered councils of burghs with a population of at least 10,000 to set up a public library, provided the Act was formally adopted by a two-thirds majority of electors present at a public meeting called by the council. Expenditure in any year could not exceed the product of 1d. rate, and admission to the library had to be free of charge.

8. Further modifying legislation, which removed the population limit of 10,000 and gave library authorities powers to provide reading rooms in which books, periodicals, and newspapers could be available, was incorporated in the Public Libraries Consolidation (Scotland) Act 1887, which is still the statutory basis of the present burgh library service. The Public Libraries (Scotland) Act 1894 enabled the magistrates and council of a burgh to adopt the provisions of the Libraries Acts without the elaborate arrangements for a meeting of electors. Despite these provisions, the public library service was slow in developing; the donations of Andrew Carnegie between 1881 and 1913, however, encouraged many local authorities throughout the United Kingdom to establish libraries. The recurrent costs remained the responsibility of local authorities.

9. The Education (Scotland) Act 1918 empowered education authorities of counties—but not of cities—to set up a county library service to give the inhabitants of areas outside the burghs facilities similar to those under the Public Libraries Acts; these provisions have been continued in subsequent Education Acts and the present statutory basis is section 12 of the Education (Scotland) Act 1962. The 1918 Act placed no limit on expenditure on the library service. This

¹ An account of the earlier history of public libraries in Scotland is given in Chapter 3 of the Report of the Advisory Council on Education in Scotland 'Libraries Museums and Art Galleries.' HMSO Edinburgh, 1951, Cmd 8229.

gave the counties an apparent advantage over the burghs in their power to incur expenditure, although early standards of service did not differ markedly from those in the burghs. The advantage became less marked when the Public Libraries (Scotland) Act 1920 substituted a 3d. for 1d. maximum rate in the burghs, although by then a few local authorities had taken advantage of private legislation to remove this limitation.

10. The Local Government (Scotland) Act 1929 produced the anomaly of double rating by which ratepayers in burghs which had adopted the Public Libraries (Scotland) Acts had to pay not only for their local service but also for the county service. In many areas, however, the effect of this anomaly has been considerably reduced by the education authorities making a contribution to the local burgh service.

11. The most recent Public Libraries (Scotland) Act was that of 1955 which removed the 3d. limit and in that respect placed town councils on the same footing as education authorities. It also gave all statutory library authorities powers to contribute to such agencies as the Scottish Central Library. Under the 1962, and earlier Education Acts, education authorities providing a library service could provide only books; this restriction was removed by the Education (Scotland) Act 1969, which empowers authorities to provide pictures, gramophone records and other materials in the libraries under their control.

12. Fifty burghs in Scotland now provide public libraries under the Public Libraries Acts and the 31 education authorities are empowered by the Education (Scotland) Acts to provide a county library service (of these Angus and Kincardine operate a joint service, and the landward areas of Selkirkshire are served by the Galashiels burgh library). The four cities operate their public libraries under private legislation which is broadly similar to the Public Libraries Acts. Library authorities are not obliged to ensure any particular standards of library provision in their areas, and the Secretary of State has no statutory responsibility for the public library service, and has no powers of supervision, even over libraries provided under the Education Acts, such as he has over educational establishments under those Acts. His powers are limited to granting or withholding consent to borrow money for new libraries or improvements. His officers are not empowered to collect statistical or other information either about the public library service generally or about individual libraries. Although requests for information and statistics made on behalf of the Secretary of State are met in a co-operative spirit, there is no official collection and publication of comprehensive statistics, except that figures of library expenditure are collected for use in assessing rate support grant.

ENGLAND AND WALES

13. The public library service in England and Wales dates from 1850, when boroughs with populations of over 10,000 were empowered to establish free public libraries. By the turn of the century, all boroughs and urban district councils could adopt the Public Libraries Acts if they wished, and in rural areas parishes could do so by means of a public poll. The Public Libraries Act 1919 empowered county councils to adopt the Public Libraries Acts, and to refer their library powers to their education committees, although local education auth-

orities as such have never been library authorities in England and Wales. The present library authorities under the 1964 Act are county councils, county borough councils, London boroughs and the City of London, together with non-county boroughs and urban districts which were library authorities on 1st April, 1965.

PROPOSALS FOR CHANGES IN SCOTLAND

14. In 1951, in their report 'Libraries, Museums and Art Galleries', the Advisory Council on Education in Scotland recommended *inter alia* that :

1. The separate county and burgh library systems should be amalgamated ;
2. The central government should accept responsibility for securing and maintaining standards of library provision through a Library Council for Scotland ;
3. Library provision by all library authorities should be grant-aided at the same rate ;
4. The limitation on rating for libraries should be removed ; and
5. Local library authorities should have powers to contribute to the costs of the Scottish Central Library.

As already indicated, the last two of these recommendations were implemented by the Public Libraries (Scotland) Act 1955. The third was effected in practice by the recent introduction of rate support grant, but no action has been taken on the first two.

15. There has been no official inquiry into public libraries in Scotland since that of the Advisory Council ; the Roberts Report related only to England and Wales. When the introduction of legislation to implement the Roberts proposals for England and Wales was being considered, it was decided that any corresponding legislation for Scotland would have to be the subject of a separate Scottish Bill because of differences in local government structure and in the organisation of the public libraries service. (Until the introduction of rate support grant in 1967, library authorities in England and Wales received no Exchequer assistance, whereas library expenditure by Scottish education authorities—though not by burghs—had from 1959 been included amongst the services qualifying for general grant, and had from 1919 to 1959 been grant-aided as part of the education service.) The introduction of Scottish legislation was postponed, however, pending decisions on the future structure of local government in Scotland following the 1963 White Paper and the appointment of a working party to make suggestions for re-organisation. No similar action had been taken at that time to consider re-organisation of local government in England and Wales, and the preparation of the legislation which became the Public Libraries and Museums Act 1964 was therefore unaffected by such considerations.

16. The Scottish Library Association had long taken the view that new public libraries legislation was needed in Scotland, and in April 1966 circulated a paper to the local authority associations, and to the Scottish Education Department, suggesting that a meeting should be held to discuss new public libraries legislation for Scotland, incorporating provisions relating to national standards and

superintendence by the Secretary of State such as are included, for England and Wales, in the Public Libraries and Museums Act 1964. The memorandum recognised that the question of the size of library authorities in Scotland would depend on decisions about re-organisation of local government. Following discussion of this memorandum by the local authority associations, the Scottish Library Association, and officials of the Scottish Education Department, the Secretary of State decided to set up this Working Party.

V. Standards for the Acquisition of Materials

17. One of the principal changes in practice that has already been introduced in England and Wales, which we also wish to see introduced in Scotland, is the concept of the basic library service. This in essence means that all library authorities, whether urban or rural, should provide a service of at least a certain minimum standard, which the individual borrower should be confident of finding anywhere in the country. We realise that to achieve this is not an easy task, and that it will take time. We recognise also that we in Scotland may, for historical and geographical reasons, have special problems of our own that are different from those of England and Wales. We are convinced, however, that the effort should be made, and that library authorities should work towards the attainment of the standards recommended in this report.

18. In arriving at the idea of a basic library service, the England and Wales Working Party based its calculations on the numbers of British books published each year. A wide range of library authorities co-operated by giving details of their purchases of books listed in the British National Bibliography and from this information and particulars about the acquisition of foreign books and English language publications from overseas, and of periodicals, the Working Party produced the concept of a basic service as one which requires the annual purchase of some 7,200 volumes covering a wide range of interests, including adult fiction and non-fiction, reference works, children's books, and books in foreign languages (paragraphs 50 and 51 of the Working Party's report).

19. To supplement the standard of the basic library service, the England and Wales Working Party devised another standard, based in this instance on the number of volumes per 1,000 population purchased annually by some of the better library authorities. They found 'a remarkable similarity in the best practice in the total annual additions, both of volumes in all categories, and of adult non-fiction in relation to population'. This indicated that 'a provision of not less than 250 volumes of all kinds and of not less than 90 adult non-fiction volumes for both lending and reference purposes per 1,000 population can be stated as a standard for general application in its own right', provided that at least the basic service already described has been supplied.

20. When both standards are applied it is found that in order to provide 7,200 volumes annually, excluding periodicals (i.e. the basic service) at the rate of 250 volumes per 1,000 of the population, a population of about 30,000 is required. The 7,200 volumes are made up as follows :

	<i>Volumes</i>
a. Adult non-fiction (separate titles)	2,000
b. Adult non-fiction replacements and duplicates additional to a.	300
c. Reference works, excluding pamphlets	300
d. Adult fiction (separate titles)	1,500
e. Adult fiction replacements and duplicates additional to d.	1,500
f. Children's books	1,500
g. Fiction and non-fiction in foreign languages	100
	7,200

Libraries providing the basic service should also take at least 50 periodicals.

21. We accept the conclusions reached by the England and Wales Working Party with regard to the acquisition of materials for the basic library service, and recommend their adoption in Scotland as a general guide, with the following refinements :

- (a) The basic service provides for the acquisition of 7,200 volumes per year ; this should present no difficulties for authorities serving a population of 30,000 or more, but those serving smaller populations should give at least the basic service, although it will cost them relatively more to do so.
- (b) Where the population is above 30,000 the rate of acquisition should be enhanced so as to provide annually about 250 volumes of all kinds per 1,000 population served, of which at least 90 should be adult non-fiction.
- (c) The following recommendations relate to the coverage of annual publications of non-fiction in Britain :
 - (i) The largest library authorities should be expected to purchase almost the whole range of British publications. They should also acquire many American and foreign language publications.
 - (ii) Library authorities of 100,000 population and over should be expected to acquire some 5,000 to 6,000 titles with, in addition, a large proportion of the more specialized publications in accordance with local and regional requirements.
 - (iii) Library authorities serving populations of 30,000 to 100,000 should acquire some 2,000 titles plus 500 titles for every 10,000 of population served above 30,000.

22. We urge library authorities to reappraise their services in the light of our recommendations ; in some cases they may wish to consider amalgamation with their neighbours. The independent library in a small burgh will need to maintain its acquisitions at a higher rate than a branch library of a city or county service in an area of equal size, for the latter will be able to draw on central library resources in providing a basic service. Nevertheless it is important that undue reliance should not be placed on central services, and branch libraries serving areas with a substantial population ought to offer to their readers a service which is of a standard equivalent to that found in independent libraries serving a population of the same size.

23. Some indication of the implications of this new policy for Scottish library authorities may be gained from ' Public Library Statistics, 1967/68 ' published by

the Institute of Municipal Treasurers and Accountants with the assistance of the Library Association. These show that the four Scottish cities, with a population estimated by the Registrar General to be 1,774,000, bought 231,895 books in 1967-68. The 34 burghs for which figures are given, with a total population of 1,002,000 bought 195,522 books. If they had purchased at our recommended standard of 250 per 1,000 population, they would have had to buy 443,500 and 250,500 books respectively, increases of 91 and 28 per cent. In the same period 26 Scottish counties, with a total population of 2,260,000, purchased 541,529 books ; on the standard mentioned above they would have to buy 565,000 books, an increase of 4 per cent. It should be noted that these figures are for all kinds of books bought, both fiction and non-fiction, and that as they denote volumes and not titles, valid deductions about coverage cannot be drawn from them. Coverage of non-fiction titles is discussed in paragraph 26 below.

24. We have mentioned the figure of 30,000 as being the size of library authority that could be expected without undue difficulty to provide the basic service ; it is important to realise that of the 50 Scottish burghs running public library services (excluding the four cities), only 14 have a population of over 30,000. Of these 14 burghs, 11 are already (1967/68) buying more than the 7,200 books of the basic service (this is assessed on the basis of *total* additions to stock given in 'Public Library Statistics' ; it is not known whether these totals contained the recommended proportions of different kinds of books). Of the burghs for which details are given in 'Public Library Statistics', however, only two with a population of less than 30,000 reached the standard of the basic service.

25. The situation is perhaps more difficult in the counties, where in the rural and highland areas relatively small populations have to be served in widely scattered districts. Of the 26 county library authorities for which statistics are given six have areas with a population of less than 30,000, and of these only two reached the standard of the basic library service. Of the 20 with populations over 30,000, 19 reached the basic standard, though some were far below the standard of 250/90 volumes per 1,000 population referred to in paragraph 19.

26. The quality of new books acquired is important ; libraries should not merely be buying the recommended number of books wholly in the lower price range, but should include in their acquisitions a reasonable proportion of more expensive publications, and should be on their guard against a possible tendency to lower the average price of books bought in order to reach recommended totals of either titles totals or volumes. In order to find out what proportion of non-fiction was being covered by public libraries and whether there were significant differences in the money spent on books, we made enquiries of ten of the larger libraries. In October and November 1968, 4,121 non-fiction titles were listed in the British National Bibliography (entries not taken into account were for modern fiction in English, children's stories in English, English translation of fiction, and children's stories in other languages). The libraries were asked to mark in the British National Bibliography the titles they bought and the titles they would have liked to buy had money been available. The average cost among the ten libraries was £1 : 17 : 0d. per title with a median figure of £1 : 16 : 2d. ; the highest was £2 : 6 : 1d. and the lowest £1 : 9 : 10d. The average cost of *all* non-fiction titles listed in the British National Bibliography in 1967/68 was £2 : 12 : 3d. We think that this range of prices shows that quite marked differences are likely

to exist in the coverage of non-fiction and that some libraries may be prevented by shortage of funds from buying titles at the upper end of the price range. Perhaps more significant were the titles which the seven who completed this part of the return would have liked to buy—these all had a substantially higher average cost than the books which were actually bought. Coverage of titles is more difficult to assess, since October and November are above-average months for publication, but it appears that of the ten libraries only three bought the number of titles we recommend at paragraph 21 above and that the coverage of the remainder varied—at a very rough calculation—between 50 and 80 per cent.

27. A good library service must depend on annual acquisitions of new books as well as on stocks already held by libraries. Many libraries have large and valuable stocks of older books of great value to readers interested especially in literature and history. Large stocks of this kind may therefore give a very good service to a small section of the community and by their very size give an impression of sufficiency, whereas the needs of most readers are more likely to be met from a generous selection of current publications.

28. The figures given above are only an indication of the present situation, and do not reveal the quality of the service now provided. It is impossible without detailed enquiries to say how far the smaller library authorities arrange their purchases according to the proportions suggested for the basic service and how far purchases by the larger libraries reach the standards which we set out in paragraph 21. It is our clear impression, however, that the recommended numbers of adult non-fiction, reference, adult fiction, children's books, and foreign language books are not at present to be found in many libraries.

29. The position regarding the supply of periodicals is shown by the directory 'Library Resources in Scotland 1968', published by the Scottish Library Association. Of the 37 authorities (17 of them counties) serving populations over 30,000, only 18 (three of them counties) acquire 50 titles—the standard recommended for a basic library service by the England and Wales Working Party, and adopted by us. Eight authorities, including one county, take more than 100 titles. The position regarding the permanent storage of files of periodicals is even worse, with only five authorities storing more than 20 titles.

30. People who do not see the provision that is made in good library areas do not realise how deficient their own service may be. We are convinced that the introduction of standards similar to those suggested by the England and Wales Working Party would improve the quality of service in most Scottish libraries.

VI. Standards for Staffing

31. The Standards of the England and Wales Working Party are for one non-manual member of staff to every 2,500 of the population ; of this number 40 per cent. should be chartered librarians (persons on the professional register of the Library Association), or persons who have passed the Association's Final Examination—see the report of the England and Wales Working Party, paragraph 87—except in urban areas of concentrated population where there might be a proportion of not less than $33\frac{1}{3}$ per cent.¹ We think that these recommendations should be followed in Scotland also, though for certain rural counties which we list in paragraph 37, higher standards should apply.

32. It is important to see how staffing on these standards compares with that at present found in Scotland, and in the following tables we have used information collected by the Library Association in 1969. We have confined our tables to the four cities, to counties with populations of over 30,000, and to burghs of over 30,000.

33. We conclude from these figures given below that in the four cities there is an overall deficiency of 38 staff measured by England and Wales Working Party standards, and that the deficiency of chartered librarians is 110, measured against the authorised establishment. Taken as a group, the cities at present employ more unqualified staff than they would do if they were to follow the England and Wales Working Party standards for chartered librarians. In the counties the

Cities	Existing Staffs				England and Wales Working Party Standards	
	1 Total Staff Establishment	2 Total Staff in Post 1969	3 Posts in Col. 1 Requiring Chartered Librarians	4 Chartered Librarians in Post 1969	5 Total Staff	6 Chartered Librarians (included in numbers in Col. 5)
Glasgow . . .	334	326	100	87	378	126
Edinburgh . . .	206	198	48	30	186	62
Dundee . . .	59	59	15	4	73	24
Aberdeen . . .	72	72	16	5	72	24
	671	655	179	126	709	236

¹ The report of the England and Wales Working Party, page 27, paragraph 86, contains the following qualifying sentences :

' This standard is based on an average use of the service, and the population figure referred to is the estimated population served, not only the resident population of the area. The staff to population ratio should be higher in the case of libraries providing more than the minimum service to schools, hospitals and other institutions. We do not agree with the view of the Roberts Committee that the ratio of staff to population would necessarily be lower in county than in municipal areas. This is the position in many counties today, but we feel that when they have provided branch and mobile libraries which effectively cover their areas, their requirements will be at least comparable to those of municipal authorities. In view of the need to maintain branches to serve relatively small populations, they may well become higher.'

Existing Staffs					England and Wales Working Party Standards	
Counties over 30,000	1 Total Staff Establishment	2 Total Staff in Post 1969	3 Posts in Col. 1 Requiring Chartered Librarians	4 Chartered Librarians in Post 1969	5 Total Staff	6 Chartered Librarians (included in numbers in Col. 5)
Lanarkshire	148	148	33	27	149	60
Ayrshire	45	41	7	2	100	40
Fife	64	62	12	12	76	30
Renfrewshire	77	74	17	15	77	31
Dunbartonshire	43	43	14	11	50	20
Midlothian	50	38	21	4	50	20
Stirlingshire	36	35	9	8	45	18
Aberdeenshire	27	27	6	3	43	17
West Lothian	32	31	4	4	42	17
Dumfriesshire	24	24	5	5	35	14
Perth and Kinross	21	21	7	6	30	12
Angus and Kincardine	15	15	—	—	27	11
Moray and Nairn	16	16	2	2	24	10
Ross and Cromarty	17	17	1	1	22	9
Inverness-shire	10	10	2	2	21	8
Argyllshire	11	11	—	—	17	7
Clackmannanshire	14	14	2	2	17	7
Banffshire	13	11	2	2	16	6
East Lothian	12	10	2	1	15	6
	675	648	146	107	856	343
Burghs over 30,000						
Paisley	27	27	7	7	38	15
Motherwell	22	21	7	4	30	12
Greenock	23	21	6	3	28	11
Coatbridge	16	15	3	3	21	8
Kirkcaldy	22	22	1	1	21	8
Clydebank	24	24	5	3	20	8
Dunfermline	19	19	4	4	20	8
Ayr	20	20	2	2	19	8
Kilmarnock	16	16	4	4	19	8
Hamilton	36	36	7	7	18	7
Perth	11	11	2	2	16	6
Falkirk	13	13	—	—	15	6
Airdrie	12	12	2	2	14	6
Inverness	12	12	2	1	13	5
	273	269	52	43	292	116

deficiency is 181 overall, but for chartered librarians, 197. In the burghs the overall deficiency is only 19, but the deficiency of chartered librarians is 64. Our conclusion is that, against the England and Wales recommended standard, not only is there an overall deficiency in non-manual staff, but there is a remarkable deficiency in chartered librarians.

34. Sixty-four public libraries (38 cities and burghs and 26 counties) out of a total of 83 supplied figures for the 1967/68 edition of 'Public Library Statistics' ;

these 64 include all the large authorities. They had a staff establishment of 429 chartered librarians and 1,222 other staff, a total of 1,651. If Scottish libraries were to reach the standards recommended for England and Wales, library staff would be 830 chartered librarians, 1,245 others and 2,075 in all, for a population estimated by the Registrar General to be 5,187,000 in 1968. Although the two sets of figures are not strictly comparable, as the former do not cover the whole of the country, it seems reasonable to deduce from these figures also that the likely deficiency is that of chartered librarians only.

35. The Library Advisory Councils of England and Wales in their recent report on 'The Supply and Training of Librarians'¹ suggest that library authorities in these countries should aim to reach Working Party standards of staffing by 1983, and the report assumes, in assessing the future demand for the services of chartered librarians, that Scotland would not wish to fall behind that date. We concur in this assumption.

36. We consider that if the suggestions we make in this report for standards for the acquisition of material are acted upon by library authorities, they will soon find that they need more chartered librarians. Branches open at least 30 hours a week should be under the charge of chartered librarians ; other branches might share the services of a chartered librarian where they are not large enough to have one on their own staff. Further, we are convinced that the larger authorities have not appointed enough specialist librarians to develop their services satisfactorily—librarians with qualifications and experience in children's work, in reference libraries, in music, art, commercial, technical and scientific work.

37. Not only is the staffing of Scottish libraries at a lower level than the standard suggested for England and Wales, but the problems to be faced in Scotland are different from, and in some respects more difficult than those of England and Wales. The position in our cities and large burghs is practically the same as that in England, and similar standards should apply as we said in paragraph 31 above. The rural, and especially the highland and island areas, however, present problems that, on the whole, do not arise in England and Wales. The accounts we give of the mobile services in these areas, and the special arrangements in Orkney and elsewhere (see section VIII, page 00) indicate the need for a standard of staffing higher than that in other areas. It is for that reason that we should like to suggest that in the counties listed below a more generous staffing standard be set and we recommend that it should not be 1 : 2,500, but 1 : 2,000.

The counties in which this higher staffing standard should be followed are :

Aberdeenshire	Moray and Nairn
Angus and Kincardine	Orkney
Argyllshire	Peeblesshire
Banffshire	Perth and Kinross
Berwickshire	Ross and Cromarty
Bute	Roxburghshire
Caithness	Selkirkshire
Dumfriesshire	Sutherland
East Lothian	Wigtownshire
Inverness-shire	Zetland
Kirkcudbrightshire	

¹ HMSO London, 1968.

38. These counties had in 1968 in their landward areas a population estimated by the Registrar General to be 818,000. Our reason for proposing this higher staff ratio is that small units, whether branches or mobile libraries, need proportionately more staff than the larger units found in the large towns, and that to cover a given population, more service points are needed. The smaller libraries also need more chartered librarians than the larger libraries in relation to population so that they can give proper supervision to their specialist sections and services.

39. These two recommendations would lead to an increase in staff to the following levels :

	<i>Estimated Population 1968</i>	<i>Ratio Staff/ Population</i>	<i>Total Staff</i>	<i>Chartered Librarians</i>
Counties listed in paragraph 37	818,000	1 : 2,000	409	164
Other areas	4,369,500	1 : 2,500	1,748	692
Total	5,187,500	—	2,157	856

40. We endorse a policy statement of the Library Association that senior posts should be filled by librarians with substantial experience in library work and a professional qualification in librarianship. We also agree with the Association that library authorities should make appropriate arrangements to employ trainee librarians proceeding to qualification. With the appointment of more specialist staff could emerge a more attractive career structure for librarians generally.

41. At the same time, we recognise the valuable work being carried out by senior members of staff with long experience who, for various reasons, have not become chartered librarians. We recommend that in appropriate cases special consideration be given to such experienced staff in regard to salary and grading. One method of achieving this might be through the Library Assistants' Certificate of the City and Guilds of London Institute, and we would urge authorities to give appropriate financial recognition to mature non-professional members of staff who gain this certificate.

VII. Standards for Library Buildings

BUILDINGS

42. We have not thought it necessary to make detailed enquiries of librarians and library authorities about the view they take of their existing premises, as we considered that we had amongst our own membership a sufficiently wide knowledge of library buildings in the country. We think that there are a few outstandingly good buildings, a larger number which are well suited to their purpose, a great many which are adequate though no more, and some which are really bad. Many of the buildings put up with the help of funds from the Carnegie Trust are more than 60 years old, and while these buildings have proved to be remarkably adaptable, the stage is now being reached where adaptation is no longer possible, and either additions or new buildings are necessary. Good progress has been made in recent years in building new branch libraries and in adapting older premises whose design is not always suited to modern needs. An inquiry made on our behalf by the Scottish Library Association, some of the results of which are given in Tables 1 and 3 of Appendix B, showed that since 1960, and including buildings expected to be completed in 1969, 178 projects had been undertaken of which 136 were for branch libraries. Some local authorities have been particularly active: for example, Renfrewshire now has 22 branch libraries of modern design, construction and equipment, Lanarkshire has 29; Glasgow has built, since 1960, 11 large branch libraries serving populations of 30/40,000 and has plans for more. We merely cite these as examples of what has been done; the fact that other authorities are not mentioned is no reflection on them.

43. In those areas where few new libraries have been built, this has been as a result of local decisions about priorities in relation to other calls on the funds of authorities. It has not been necessary for the Secretary of State, who controls through the Scottish Education Department the issue of borrowing consent for library purposes, to restrict investment on libraries or to institute a phased programme as authorities' spending on library buildings has not reached the limit of the public investment allocated for library purposes. All requests for borrowing consent have so far been met, although there can be no certainty that this fortunate situation will continue.

44. It will be seen from Table 4 of Appendix B that the costs per square foot of branch libraries built as such in 1967/69 and not associated with other buildings, show a wide range, with one library costing as much as £12.1 per square foot. Differences in the costs of sites and site works cannot be the sole reason for this and we think that there is some scope for enquiry into building costs and for an attempt to provide guidance to authorities. Advice on this subject could perhaps be a function of the Library Advisory Council mentioned in Section XIV, working with the help of the architects employed in the Secretary of State's departments.

45. We have had brought to our attention the standards for premises, expressed in square feet per 1,000 population, of the International Federation of Library Associations. The England and Wales Working Party did not recom-

mend the adoption of these standards but merely observed : ' It will be in the interests of the library service to give greater currency to them in this country '. For the same reason we quote them at Appendix C. It is apparent from the figures we have seen that very few of the branch libraries built since 1960 have met these standards (which were approved at the I.F.L.A. Warsaw Conference, 1959). Where the standards have been met, it has been for the most part in small branches serving a population of 5,000 or less (we assume that the standards of 450 square feet per 1,000 population applies where the population is less than 10,000) or where libraries have been designed to provide for a future expansion of population.

46. As in all other aspects of the library service, we think that the determining factor is the material to be housed and cared for—lending stock, reference works, periodicals, gramophone records, and perhaps pictures and the extent to which the material will be used on the premises. We have made enquiries of librarians in a number of areas in which new premises have recently been built. Most think that the buildings they have are adequate for lending library purposes only but would wish to have more space for reading and reference, and many mention the increased demand made on library reading rooms as places in which to study by students and pupils from the higher classes of secondary schools. Whilst we cannot advise that the I.F.L.A. standards should be followed everywhere, we recognise that there is a need for the more generous provision of space in libraries for readers, and especially for students. Adequate storage space for material not on display is another need which should not be lost sight of. We hope that library authorities in planning new buildings will bear this need in mind, and that they will have regard to the I.F.L.A. standards.

47. It has been suggested to us that some local authorities have built libraries after inadequate consultation with their professional library staff at the planning stage ; we strongly deprecate this, and urge local authorities to consult their librarians about every stage of the planning, siting, and construction of the library, so that every opportunity is taken to ensure that the building is proper for its purpose. Such an injunction may be thought to be superfluous, but it has been brought to our attention that one local authority built a library without even giving its librarian an opportunity to see the plans, and this resulted in the erection of a building with a large amount of low-level window space, which made it extremely difficult to arrange and display the stock adequately. Architects and librarians will also need to examine the demand for special facilities for particular groups of users, for example wheelchair access for the disabled. If our recommendations for the setting up of a Library Advisory Council are adopted, we think that building design and standards should be one of the subjects to which it would give its attention.

FURNITURE

48. In our view, the standard of furnishings in modern libraries is already high, but we urge all those responsible for library design and planning to ensure that buildings and fittings are in harmony, and provide examples of what is best in modern design. If the library is to provide not merely a place from which books can be borrowed, but also a centre for cultural activities in the neighbourhood, its aesthetics cannot be neglected. Tables and comfortable chairs for both browsers and serious readers should be available. It has been pointed out to us

that books displayed on either very low shelves or very high shelves are often out of reach of many readers. We hope that library authorities will bear this in mind, though we appreciate that space limitations can often make it impossible to provide shelves of medium height only.

SITES FOR LIBRARIES

49. The siting of libraries is important if the maximum use is to be made of the investment in financial and human resources which they represent. The best sites for lending libraries are those near shopping centres and other places of common resort, convenient for public transport ; parking facilities are also an important factor in choosing sites. For reference and study purposes, however, these central sites may not be the best, because of the noise level, but it may not be practicable, especially in smaller towns, to provide separate premises for these purposes ; authorities should consider whether there is a need to soundproof study rooms in libraries near main highways and town centres, or at least to use double glazing. A number of local authorities have begun building accommodation for libraries in separate wings of buildings with other community uses, for example, community youth and health centres. We welcome this, provided the site is in other respects convenient for the community it is intended to serve. Authorities should have overall plans for the development of their library services, and should where possible reserve sites for future new branches.

OTHER ACTIVITIES

50. We recommend that branch and central libraries should be centres for cultural activities other than those closely associated with their main function of lending material for reading or use at home. In larger branches, a lecture room/ lounge might well be included, with facilities for serving refreshments.

VIII. The Quality of Service

BOOK STOCKS

51. Many Scottish libraries, particularly in the burghs, have remarkably good stocks of scholarly works, and students of today in literary and historical subjects, for instance, can benefit from the policy adopted in earlier times of steadily acquiring standard sets of such works. The increase in library provision after about 1920 led, however, to a greater emphasis on literature for recreation and entertainment. The widespread interest in practical and household activities, and in music, drama, and painting which has been such a characteristic of recent years, stimulated no doubt by radio and television, is beginning to change the proportions of fiction and non-fiction, of scholarly and popular works, on the shelves in the average library. We believe that the educational standards of the public are rising, that their interests are widening, and that it is the function of the public library service to be constantly in touch with these developments, and indeed to lead them.

52. It is important that continuous attention be paid to the range, variety, up-to-dateness, and condition of stock presented to the individual reader. An

adequate presentation of current material of general interest cannot be achieved with bookstocks of less than 25,000 volumes and, where possible, this should be increased. Small collections, such as may be maintained in part-time branches, should not be less than 5,000 volumes, and frequent and substantial changes of stock should be made, giving a wider choice in due course of time. The figures above are approximate only, and are not subject to precise calculation ; in setting them down we have drawn upon the experience of our members and of the Scottish Library Association.

53. The physical condition of books is a vital element in the provision of a satisfactory service, and we wish to stress the need to ensure that stocks are continually examined for cleanliness and general attractiveness.

PICTURES, GRAMOPHONE RECORDS, AND OTHER NON-BOOK MATERIAL

54. During the last 20 years libraries have begun to lend gramophone records and pictures to the public. Now that county libraries have been empowered to do this by the Education (Scotland) Act 1969, we hope this practice will continue to spread. Similarly, we hope that libraries will hold tape recordings and other non-book material for lending to the public, where there is a demand for them. In the larger libraries photo-copying services are already available, and have been proved extremely useful, particularly for the increasing number of students using public library services.

STUDY AND REFERENCE

55. A good reference library service and facilities for study are necessities in every community. Everyone has need of information at some time or other—whether child or parent, teacher or pupil, employer or employee. The need may vary from requests for simple facts to questions calling for difficult and complicated answers, requiring considerable research. Such a service demands a collection of authoritative reference works in many subject fields, a collection which is continually renewed and brought up to date. Equally important is a trained and experienced staff to give prompt and useful help to inquirers.¹

56. The standards for the annual acquisition of material which we recommend at paragraphs 20 and 21 above provide for the purchase of a minimum of 300 reference works and 50 periodicals ; these we think should include the greater part of the items listed in the Library Association's list ' Basic Stock for the Reference Library '. These recommendations are for the basic library service, and larger libraries will need to exceed this basic provision. Standards for accommodation in reference libraries are contained in the International Federation of Library Association's Standards for Public Library Buildings which we quote in Appendix C, to which, as we have said elsewhere (paragraph 46) we hope library authorities will have regard.

57. More and more of the increasing numbers of young people staying on at school beyond the minimum leaving age look to the public libraries to provide them with the quiet room for study which they cannot find at home, and with the

¹ The Reference, Special and Information Section of the Library Association has recommended that in municipal libraries serving population groups of more than 40,000 one third of the chartered librarians employed should be engaged on reference library duties (Standards for Reference Services in Public Libraries. ' Proceeding of the 16th Annual Conference and Study Group ', 1968.)

reference works they need. Almost all of the librarians whose opinion we sought about their new buildings (section VII, paragraph 46) wanted more space for study. The Open University, whose courses are now being prepared will doubtless increase the demands made on the public libraries both for space for reading and study, and for material. The University will, we understand, supply its own textbooks, but the public libraries will certainly be called upon to provide a wide range of background material. We hope that the staff of the Open University will consult librarians about the University's library needs and plans and will also provide detailed information about courses and recommended reading.

58. A special case may be made out here for the local history collection. All libraries should endeavour to acquire a comprehensive collection of material for the area within their local authority boundaries, larger libraries covering a wider area in line with their regional responsibilities. Material should include all types of printed matter and such non-printed materials as photographs, films, recordings, etc. Co-operation and agreed limitation of interests between neighbouring authorities are a necessity. In larger libraries, local history collections should be in the charge of experienced, qualified specialists. The wide public interest in local history should be encouraged and stimulated by the regular staging of special exhibitions and the publication of bibliographies and catalogues.

SERVICE POINTS

59. In addition to a central library, the public library service in all but the smaller urban areas should include full-time branch libraries serving clearly defined areas. These branch libraries could reasonably be provided for populations of 15/25,000, depending on ease of access. The suggestion of the England and Wales Working Party that ' No person should normally have to travel more than one mile to a library ' (paragraph 103) is in our opinion no longer as relevant as it was. In rural areas, branches in centres of population down to about 1,500 might be part-time only, depending on the nature of the neighbourhood. Below that level, mobile libraries appear to provide the best service. Wherever possible in county services, the public should be given access to the ' pool stock ' of the county library.

HOURS OF OPENING

60. Information provided by the Scottish Library Association suggests that Scottish public libraries are open at present for an average of 49 hours per week, and that many are open for between 55 and 60 hours. We feel that this practice is reasonable ; in our view a library aiming at a full-time service should be open for at least 45/50 hours each week. The hours of opening should reflect local circumstances and the local demand for library services. Different hours for children's sections, to accord with school hours and holidays, and for reference and study areas, to suit the needs of the developing full-time further education centres, may be found necessary ; where staffing and the nature of library buildings permit, children should be allowed to borrow books at any time when the adult department is open. We agree in general with the England and Wales Working Party's conclusion at paragraph 104, that where a full-time service is not provided, a library open 30 hours per week should be provided for populations of more than 4,000, and that 10 to 20 hours per week for populations of between 1,500 and 4,000 should be adequate.

MEMBERSHIP

61. The great majority of Scottish public libraries grant membership to all persons resident, studying, or employed in their areas. This is reasonable, as is the practice of accepting the library tickets of other authorities. The insistence in a few areas on the signatures of guarantors for non-ratepaying applicants is unnecessary.

PERIOD OF LOAN AND RECOVERY OF OVERDUE ITEMS

62. In most areas the 14-day loan period is accepted as reasonable, but in some rural areas it is common practice to allow a longer time ; sometimes a shorter period may be allowed for books in great demand. Emphasis should be placed on the needs of readers rather than on administrative convenience or the conservation of stock ; this applies equally to both adult and junior readers. Where an item is not returned within the period specified, the library authority should have the power to make charges for recovery expenses.

RESERVATION OF BOOKS AND OTHER MATERIAL

63. We consider it an important part of any public library service that any reader should be able to make a special request for any book or other item which the library might reasonably be expected to acquire or borrow ; this should be a part of the library's normal service, and the only charge, if one is considered necessary, should be for outgoings such as postage and stationery.

THE IMPRESSION ON THE PUBLIC

64. We have been impressed by the effect on the public of bright, colourful, busy buildings, and we think that large libraries and branches in particular—though not exclusively—should devote some time to considerations of display. A convenient and attractive lay-out, handy and easily-used book-lists, a notice-board with indications of forthcoming events in local artistic, musical, dramatic, and literary circles, striking displays of recent acquisitions, are all helpful.

THE COUNTRYSIDE AND THE ISLANDS

65. It is difficult in remote districts, where the population is thinly scattered, to give readers a good library service. It is essential, nevertheless, that the effort should be made, and that the library service should not be yet another service for which the countryman is less well placed than those who live in the towns. It would be over-stating our case to say that a good library service has a large part to play in arresting rural decline and de-population, but we think that the librarian can help to improve the quality of rural life for those who wish to read.

66. Rural communities are at present served in different ways :

- (1) small part-time branch libraries in rural centres of population ;
- (2) mobile library services by vans or trailers fitted up as libraries ;
- (3) book boxes operated through local schools, usually accessible for about an hour each week during school terms ;
- (4) postal services ; and
- (5) individual family book boxes.

67. The essential elements of an efficient library service are a good varied bookstock in the charge of an experienced librarian, competent to give effective guidance in its use. These are difficult requirements to meet in rural areas, and the best type of service in each area must be considered in the light of local conditions. For populations under 1,500 it is almost certain that the mobile library will provide the most effective service, although in places with a compact area, or those which serve as a focal point for the surrounding rural population to visit, a branch library might be considered the better alternative. On the other hand, there are villages of up to 3,000 population which, because of the scattered disposition of the population or the lack of transport to any recognised centre, are better served by mobile libraries. Whatever the method of service, it is important to provide a bookstock as large and wide ranging as possible, refreshed by regular exchanges, and under the charge of an experienced person with a good knowledge of books and the ability to give guidance in their use.

68. In recent years, and especially since about 1960, mobile libraries have increasingly come into use. Of Scotland's predominantly rural counties only five do not now provide a mobile service. The mobile service is, in our opinion, the best way of giving a good service to areas of scattered population. A van or trailer library can carry to the vicinity of the reader's home a stock of about 2,000 volumes. The advantages of this are obvious—a wider choice, convenience for readers, a quick service, and, most important of all, a feeling on the reader's part that he is receiving a personal service. Experience everywhere is that issues increase dramatically after the introduction of a mobile service. In one district of Aberdeenshire, for example, issues of books increased from 2,000 to 15,636 in one year after the introduction of a mobile service ; a similar experience has been quoted to us from Arran. Costs may appear high—probably at least £2,500 a year for salaries, stock and depreciation over six years of a vehicle costing up to £2,500—but we think that this compares well with the cost of serving a similar population through small purpose-built branches. It is not possible to say what population can be served by a mobile library—obviously this will depend on population density and the state of the roads amongst other factors, but we should be surprised if a mobile library can give an adequate service to a population of more than 8/10,000.

69. The number and duration of calls made by mobile libraries naturally varies ; we think that a larger number of calls of short duration is to be preferred to fewer and longer calls made at rural centres. A mobile library must exploit its mobility, and instead of standing for two hours in the village street should make short calls at farms, hamlets, and focal points. Wherever possible calls should be made at least once each fortnight, though in winter the weather may impose further restrictions on a service limited by difficulties of terrain. It has also been pointed out to us that mobile libraries have a useful supplementary role in making easier the exchange of stock between branches of the county library service.

70. Our approach to the staffing of mobile libraries is the same as our approach to the staffing of other library services. Though we realise that staffing problems can only be settled locally, we should, wherever possible, like to see a qualified librarian in charge of an individual unit—in this case the mobile library. Where this is impracticable, it is important to ensure that the person in charge, whether a driver/librarian or librarian/driver, is sympathetic to the needs of readers, and

that he has an interest in books and reading. Where large articulated trailers and tractors are used it will usually be necessary to have both driver and librarian.

71. In earlier years much of rural Scotland obtained its library books, if at all, from a book box at the local school ; this system still continues in some counties. The stock carried is very small, and even though the boxes may be changed three or four times a year, this cannot compare in variety and choice with other methods used in serving rural areas ; for the most part the centres in schools are open for only a very short period each week, and often not at all in the school holidays ; in some places books are taken to readers by children from the school. This method of service is gradually being superseded with the development of mobile services and the closure of small rural schools.

72. Some counties, of which Inverness-shire was an example quoted to us, offer an individual postal service. Readers using this service send in their requests, and to help them in their choice, receive a monthly list of accessions to the library. The library pays the postage to the reader, and the reader pays for the return of the book. The number of books borrowed in this way has risen in Inverness-shire from 2,777 in 1960 to 7,129 in 1968, though the recent substantial increase in postal charges may affect the use made of this service. We think that it is a valuable means of providing a high quality, though expensive, service to those readers who know what they want, and who are prepared to meet fairly heavy postage charges. We hope that those counties which provide a service of this kind will maintain it, though we doubt whether it will ever be possible to serve more than a few hundred readers in this way.

73. An original and most valuable combination of the book box and individual service was started in Orkney about 15 years ago. Each family using the service has a box holding 10 to 15 books, and inside the lid is a card for requests. The boxes are sent out about once a month, and are distributed with the help of shopkeepers and carriers. This method of service is used for the outlying islands only, as on the Mainland of Orkney the two towns have libraries and there is also a mobile library. The book box service is expensive—Orkney's expenditure on library materials is amongst the highest per head of population in the United Kingdom, but we think it is worthwhile and we would like to see it adopted by other authorities for districts where neither access to branches nor a mobile service is possible.

IX. Special Services

SERVICES TO THE HOMEBOUND

74. Special services for homebound people exist mainly in the burghs, though some county librarians make special arrangements either through a postal service or the visits of mobile libraries. In many of the burghs, the homebound—and the terms include old people as well as the handicapped—are visited in their homes by voluntary workers, usually the W.R.V.S. A similar arrangement exists for old people's homes. In some areas the organisation is in the hands of the public library, with delivery by mobile libraries. Other arrangements include the supply of small containers of books, and attempts are made to meet the readers' special interests.

75. We are convinced that a service of books to homebound readers is an extension of the public service that should be encouraged. Experience has shown that when the co-operation of the health and welfare authorities is secured, a worthwhile service can be built up and maintained. The social benefits need no emphasising. In some areas a service has been operated by voluntary agencies, as in hospitals and Old People's Homes, and where this has worked well it need not be altered. The public library, however, with its wider choice of fiction and non-fiction, its large-type books, and access to gramophone records and other materials, should be behind the organisation for the homebound, which should, in our opinion, be regarded as part of its responsibility. We think that where the public library has no part in the service its quality has not kept pace with modern standards, and that in some areas the books supplied are often those given away by other people, and too often consist only of light fiction, and not even the best of that. The public library should be able to provide a wider selection of books for distribution through the voluntary organisations, and to arrange for readers' requests to be met.

LIBRARY SERVICES IN HOSPITALS

76. Library services in hospitals are of two kinds, the specialist service to the medical, nursing and other staffs, and the general service to patients. These services have quite distinct and separate functions.

77. The service to staff is primarily a matter for the hospital authorities, as it is concerned with the provision of books and periodicals of professional importance to doctors, nurses, and also the many members of ancillary staffs such as radiographers, pharmacists, laboratory workers of various kinds, and administrative staff. In the larger hospitals an information service which could quickly provide details and summaries of experimental work, would be of obvious relevance. Such a scientific and technical service would properly be the concern of the hospital authority, but the public library service could be of assistance, particularly through its links with other libraries such as the Scottish Central Library and the National Lending Library for Science and Technology. The public library service can also, of course, lend books of general as well as specialist interest to the staffs of hospitals.

78. The needs of patients are at present met in several ways, and voluntary organisations, notably the Red Cross and W.R.V.S., play a large and valuable part. Our impression is that hospital library services have tended to concentrate on light entertainment, and that they have not consulted, as the public library service must, the needs of that part of the patient population which requires more serious reading. These needs, which are not very different from the needs of the population outside the hospital walls, are particularly significant where patients are likely to have long periods in hospital, as in the orthopaedic wards and the geriatric units. In our view the civilian population should be entitled to the same service whether they are in hospital or out of it, and the public library service should have a definite place in the hospitals, though if the service is to reach all patients the invaluable help of volunteer workers will be essential. Where hospital schools exist for children of school age, the provision of libraries should be on the same lines as for the normal school libraries.

79. Whilst our report was in preparation the Scottish Hospitals Centre published the results of its survey of hospital libraries¹. We should like to support the recommendations of that report which accord, in general, with our own views ; that library service in hospitals should be under the unified control of a chartered librarian, in the larger hospitals at least, who could with advantage be a member of the public library staff ; and that public libraries should assist in the provision of a library service for patients in hospitals, with books and staff as their main responsibility, and premises and specialised equipment the responsibility of the hospital. Patients are as much a part of the community to which the library service has a duty as any other group of people.

SERVICES IN PRISONS

80. Although prisons have their own bookstocks these need to be supplemented from time to time. All six large prisons in Scotland (Aberdeen, Barlinnie, Edinburgh, Inverness, Perth, and Peterhead) have made arrangements to obtain the help of their local public libraries. In return for this help the Scottish Home and Health Department pays five shillings per prisoner per year to the funds of the libraries. We welcome this co-operation and hope that it may be extended.

SERVICES TO INDUSTRY AND COMMERCE

81. Burgh libraries in general try to meet the existing needs of local industry and commerce, and in the cities extensive collections of books, periodicals, and pamphlets are available. The county libraries co-operate with local industries where there is a demand, but their history has inclined them to serve the individual members of the public rather than the needs of industry, and the provision in this respect is not elaborate.

82. To some extent the same problem exists in the burghs in that only too often the libraries acquire books and periodicals which are not fully used by industry and commerce, because industrialists are either unaware of the facilities provided, or do not make full use of them. We feel it is a pity that some constructive moves such as the provision of co-operative information services for industry, on the lines of those that operate in many areas of England, have not been made in Scotland. These are services in which the public library works with the libraries of industry to supply up-to-date information on industrial subjects, by exchanging books or periodicals, supplying copies, making photostats, or keeping up-to-date an index of developing work. Investigation into the possibility of development and the form which it should take is being made by the Department of Librarianship of the University of Strathclyde, and in this they have the active co-operation of the Ministry of Technology's Industrial Liaison Officers who are working in conjunction with the University's new Industrial Innovations Centre. Such a scheme is also being promoted, again in co-operation with the Industrial Liaison Officers, at Aberdeen, where the city library is taking a prominent part, and we look forward with interest to development in both areas. Such schemes are of value particularly to small industrial organisations which do not have the ability to set up their own information services.

83. ' Unofficial ' co-operation between libraries is common practice, and to some extent the needs of industry in any area can be met in this way, or by

¹ Antonia J. Bunch and Eileen E. Cumming, *Libraries in Hospitals : a review of services in Scotland*. Scottish Hospitals Centre, 1969.

making use of the Scottish Central Library. We are confident that the public library services are willing and able to help industry and commerce to establish an up-to-date information service, but there must at the same time be some evidence from industry that they are willing to consider the new ideas that might be thrown up by such a service.

X. Children's Libraries and School Libraries.

84. School libraries and the children's departments in public libraries have the same task, the introduction of children to the use and enjoyment of books, and the encouragement of reading. The schools and the public libraries can be mutually helpful, and when each understands the motives and appreciates the resources of the other, there can be great benefits to the children. We should like to stress the importance of regular consultation between teachers and librarians, as the best way to ensure that school libraries and public libraries are relevant to children's interests and attractive to their readers. The advantages of shared experience between teachers and librarians are enhanced when the librarians are specially trained in work with children's libraries : specialists of this kind are able to select and arrange displays of modern books for children, and provide and discuss books for particular school projects.

85. It is easy enough to recommend consultation of this kind, but in the existing circumstances of schools and libraries, consultation is not always straightforward. In the cities, the public libraries are not the concern of the education committees, and special arrangements have to be made for schools to be served on an agency basis. In the burghs, the children's departments of the public libraries have little or no connection with the local schools. County library services have in this respect a simpler task, since schools and libraries are under the same management, though even in these more favourable conditions it is not always possible to ensure that teachers have the help of a specialist children's librarian when they come to consider the choice of books for libraries or special projects. Nor can the children's librarian, when one has been appointed, always call on the help of teachers when faced with selecting books for special purposes or for particular groups of children, such as the backward or the handicapped.

86. We believe that the first step towards a satisfactory relationship between the public libraries and the schools lies in the appointment of more specialist children's librarians. Where they have been appointed, they have proved themselves by their specialised knowledge and experience to be most acceptable to schools.

87. Consultation and mutual help between schools and the public libraries is all the more necessary today, since changes in curricula and methods have brought about a different attitude towards the use of books in many schools. We recognise that the provision and development of school libraries is outwith our remit, but we consider that the change in the schools' attitude to libraries has been so marked in the last 20 years that we must mention it because of its repercussions on the public library service.

88. Since the establishment of county libraries after 1919, most Education Committees have provided some form of library service in schools, but since 1951, when the School Library Association in Scotland was formed, the development of school libraries has been remarkable. This Association, composed for the most part of enthusiastic teachers and helped by the Scottish Library Association, aimed in the first instance to encourage the growth of libraries in secondary schools, in the belief that the library is a most important instrument of education. Later, in response to demand, it extended its interest to primary schools. We should like to take this opportunity of expressing our appreciation of the Association's most valuable work. Largely as a result of their efforts and the co-operation of school authorities, it is not now unusual to find libraries of 10,000 books or more in secondary schools. The organisation in primary schools is more generally on a class basis and many schools now have large collections. It must be admitted, however, that some areas still fall short in adequate provision of library books.

89. The early period of the School Library Association's activity coincided with the publication of official documents which actively encouraged methods of teaching that employed larger numbers of books (textbooks and others), than was formerly the usual practice. As a result the schools have been supplied with many more books and pupils at all stages have been encouraged to read more widely than before.

90. The public library service is now connected with the school libraries in various ways, but generally, except in the counties, the supply of books for school libraries is carried out as an agency service, the public library supplying the books required by the schools and being recompensed in full by the education authority concerned. The arrangements vary throughout Scotland. In Glasgow, for example, the schools library service is financed by the education committee and has no direct connection with Glasgow public libraries : in Stirlingshire, on the other hand, the school libraries are supplied and in some schools entirely staffed by the county library service. In other areas there are varying degrees of co-operation. One factor which has emerged from experience, is the importance of book-selection. More than ever in these days when teaching methods employ 'Centres of Interest' and 'Projects' demanding the use of numbers of reference books, the teacher should know the books available and their suitability to his purpose. To achieve this the librarian's professional help is indispensable, and we consider that teachers as representing the interests of the consumers should take the initiative in asking for the co-operation of librarians in discussions of the latest and most suitable books, in membership of joint working parties, and in talks and visits at a more personal level when the choice of books for class or individual reading projects can be talked over.

91. School libraries are for the most part organised and managed by the teaching staff, though some areas have full-time librarians in large schools. It seems to us probable that large libraries in comprehensive secondary schools will require the skilled administration of a full-time or part-time chartered librarian, and this should encourage librarians to specialise in this side of the work in the course of their professional training.

92. There are a few cases where the public library and the school library have been combined in one school building. While this arrangement may have certain

advantages from the points of view of economy in heating, lighting, and staffing, we consider that there are many disadvantages in joint use—access by the public during school hours and in holiday time, adult books accessible to children, and restriction on the use of books by classes as groups. We accept that a joint arrangement might succeed in a small community.

93. As has been mentioned, the finance of school libraries is generally kept separate from that of the public library service, and there is no evidence that the latter has suffered because of the rapid advance of the schools in some areas in recent years. It may be, however, that the demands of the schools are interesting and involving members of library staffs to an increasing extent, and that in this way more staff time is being devoted to schools than is usually realised. The salaries of children's librarians, whose appointment we recommend, might fairly be allotted in part to the schools' side of finance.

CHILDREN'S LIBRARIES

94. Most of the large central libraries and many branch libraries make provision for children in separate library rooms or areas. Where there are mobile libraries in rural districts, a stock of children's books is usually carried ; this is especially important during school holidays. With the development of school libraries and of the educational methods already described, which call for the use of large numbers of books, the children's libraries are increasingly being sought out by children working on projects, or merely seeking pleasure in reading. It is of particular importance that this part of the public library service should present an attractive appearance and that its books should be clean, up-to-date, well illustrated, and pleasantly presented. We agree with the England and Wales Working Party in their recommendation that as part of the basic library service, an authority should purchase each year for the children's library some 750 titles, and 1,500 volumes in all.

95. For effective service to children the acceptable standards for accommodation, stock, and staff, are such that they can be met by the small authority only with difficulty.

96. All public libraries should make some provision for children, and should aim at a service of equal quality to that offered to adults. In addition to a lending service there should be a good reference service, able to help children in special projects, as well as with the more normal homework. Study facilities for school homework are not general, though they are sometimes provided to meet a demand. The needs of older pupils are considerable, however, especially those who live in small houses where television is likely to be on for long periods, and in these circumstances the library that sets aside a room for homework is providing a valuable social service. The extent to which separate provision for this kind of study will have to be made will depend on local factors, such as the provision of facilities for study in schools, as is common in Glasgow, but we believe the need exists generally as much among school children as among adults and university and college students.

97. For children of all ages, a readers' advisory service is valuable, and so are the many extension services fostered by many librarians after school hours or on Saturday mornings—story hours, children's lectures and discussions, excursions, competitions, and displays of models.

98. We are not happy at the idea of fixed age limits for joining junior and adult departments. If, however, it is felt administratively necessary to preserve age limits, we recommend that 12 or, at the very most 13, be accepted as the age for transfer to the adult department. In any case, no child should be kept out of either department if it is clear that he can make good use of the collection in question. A lowered age limit for joining the adult department almost inevitably demands a Young Adults' Service, and we recommend the provision of at least an advisory service aimed at this age group. The experimental work carried out in some areas of supplying small collections to youth clubs is a promising idea that should be encouraged. The development of library services for young people in their teens is an area of opportunity for children's librarians. Facilities for the reservation of books, and the supply of additional tickets should be the same for children as for adults.

99. Sufficient room is required to carry out the services mentioned. This may well mean more than one room, or at least the occasional use of more than one room. The I.F.L.A. suggested in 1959 a maximum of 1,500 square feet for the children's area or room. A single room larger than this may seem unwelcoming, but in anything smaller it would be difficult to display effectively a really representative collection of books. We should prefer to recommend a minimum of 1,500 square feet where the children's department consists of more than one room. Where a single room is used, the minimum should be 1,200 square feet.

100. For children, there must be a good representation of stock on the shelves. In the limited range of children's books, a stock of about 8,000 books should provide a fair choice. This figure may be reduced for smaller static service points, but not below a minimum of 3,000. The stock must include a good provision of picture books and other simple material for pre-school children, for children at the primary school and early secondary school stages, a generous supply of non-fiction, perhaps in the form of 'information books', is essential. In areas where the method is used in infant and primary schools, a selection of books based on the Initial Teaching Alphabet is desirable. Stock must be kept up-to-date, as a popular children's book has a short life; this means a heavy replacement problem.

101. We repeat that services to children at least in the larger authorities should be under the control of a chartered librarian who is a specialist in children's work. Adequate clerical and counter assistance should be available to enable the specialists to do their professional work of book selection, advice to readers and the like. Children's departments in smaller branches should be served by staff who have an interest in this work, and if possible, some training for it, and who receive guidance from the children's librarian.

XI. Inter-Library Co-operation

SCOTTISH CENTRAL LIBRARY

102. The basis of inter-library co-operation in Scotland is the Scottish Central Library. It provides a speedy and efficient service for serious readers and students. It also gives a bibliographical service, and information about locations of rare books, and it maintains the Scottish Union Catalogue. Although the total number of transactions carried out by the Scottish Central Library is small (39,000 in 1967/68) in relation to the total number of borrowings from public libraries in Scotland, it is nonetheless important as it provides a valuable specialised support at a modest cost to libraries which cater for the general reader. The Central Library began in Dunfermline in 1921, under the auspices of the Carnegie United Kingdom Trust, as the Scottish Central Library for Students, and moved to its present building in the Lawnmarket, Edinburgh, in 1953. Until 1955 the library was maintained by the Carnegie Trust. In that year, Section 2 of the Public Libraries (Scotland) Act made it possible for burgh and county libraries to contribute to the costs of the library which, until 1968, were shared equally by the local authorities and the central government. In 1968 the government contribution was increased to 75 per cent. of the library's costs, thus halving the contributions made by local authorities. The local authority contributions are calculated on a population basis, regardless of the number of books borrowed or lent through the library.

103. The only statutory contributors to the library are the public library services in burghs and counties. A large number of libraries in educational and other specialised institutions have put their resources at the disposal of the library and also borrow books through it. There is no obligation on these other libraries to contribute to the library's costs ; some do, especially the universities, others do not. The following table shows the use made of the Scottish Central Library by different kinds of libraries in 1967/68.

Scottish Central Library 1967/68

<i>Type of Library</i>	<i>Borrowed</i>	<i>Lent</i>
County	9,950	5,792
Burgh (including the cities)	5,215	5,282
University	1,989	2,490
College	818	645
Research and Institutional	683	637
Industrial	269	91
Miscellaneous	661	799
National Central Library	2,341	1,044
Irish Central Library	160	117
	22,086	16,897

104. We have considered whether we should recommend that all libraries wishing to use the Scottish Central Library's service should be assessed for a

contribution and also whether we should make any recommendation about the future arrangements for financing the library. We have concluded, however, that while the Scottish Central Library is of great importance in maintaining the standards of the library service in Scotland, it does not fall within our terms of reference to make recommendations about the best method of financing it ; we hope that its future will be safeguarded, and that any legislation which follows our report will provide a permanent satisfactory basis for the future conduct of the library.

OTHER FORMS OF CO-OPERATION

105. We note that the Scottish Library Association has recently suggested that the work of the Scottish Central Library be extended to include the operation of arrangements for the inter-change of Scottish books to be known as ' the Scottish Books Exchange ', and that the library might also operate a scheme for the inter-lending of music scores. We understand that these proposals are under consideration by the library and would hope that they may be given effect to in the near future.

106. Other areas where there is scope for the extension of co-operative arrangements include the acquisition and permanent storage of periodicals, the central storage of surplus books from public libraries, and the acquisition of expensive bibliographical or reference works, foreign language material and technical literature. The need for such material is met to some extent by United Kingdom services, such as the National Lending Library for Science and Technology, which provides a most efficient service to its many Scottish users, but much remains to be covered at local level. We welcome voluntary schemes of co-operation within regions or districts, but would wish to remind librarians of the danger that voluntary schemes may not outlast the enthusiasm of their founders and may fall into disuse. In our view, the Scottish Central Library provides the best basis for most schemes of library co-operation. Co-operative information services for commerce and industry might be an exception but, in this field, there is still need for a national reference centre to which difficult queries can be addressed. Scottish local libraries also take part in the National Subject Coverage Scheme, having been allocated Sections 350-399 of the Dewey Decimal Classification.

XII. Gaelic

107. In the Gaelic-speaking areas of Argyll, Inverness-shire, and Ross and Cromarty, the county libraries held in 1968 relatively small stocks of Gaelic books (about 300 in Argyll, about 100 in Inverness-shire, and about 375 in Ross and Cromarty). Some of these books are carried on mobile libraries in Argyll and Ross and Cromarty, but for the most part the stock is maintained at county library headquarters or at local centres. Large collections of Gaelic books are also held in Glasgow and Edinburgh.

108. The stock of Gaelic books consists for the most part of literary, historical and religious works of a type likely to appeal to older people. Some attempt is now being made to interest children by suitable school texts and periodicals, but

it would appear that there is little available for the intermediate generation. It is not that the libraries are unwilling to provide books for young and middle-aged men and women, but that modern, attractive books, originals or translations, are not being produced in Gaelic.

109. The recent grant by the Scottish Education Department of £5,000 a year for four years to enable the University of Glasgow, on the advice of a specially appointed Gaelic Books Council, to encourage the publication of new and original Gaelic works for general reading, may help in the long run to improve the position. We hope that the interests of younger people generally will be consulted when works are selected for publication. An improvement in this respect would also help the Gaelic sections of the larger burgh and city libraries.

110. In general, it is our view that public libraries in Gaelic-speaking areas, and in areas where there is a scholarly and cultural interest in the language, for example, Glasgow and Edinburgh, could be expected to acquire all new titles. In the Gaelic-speaking areas a selection of these new titles should be carried in mobile libraries where these are in use.

XIII. The Recruitment and Training of Library Staff

111. The standards for non-manual staff which we have suggested would, if adopted, bring a need for a considerable increase in the numbers working in the public library service, an increase which would result substantially, though not entirely, from the employment of a much larger number of chartered librarians. Recruitment and training do not fall within our terms of reference and we have not made any specific enquiries in this field, but we are reasonably satisfied that a shortage of recruits is not likely to be one of the factors hindering the adoption of our standards. We have seen the recent report of the Library Advisory Councils for England and Wales on 'The Supply and Training of Librarians'.¹ Although the two library councils are not concerned with Scotland, they looked, quite rightly in our opinion, at recruitment and training on a United Kingdom basis, and we have noted their conclusion at Page 18 of their report, that there is some evidence that the output of chartered librarians may exceed the demand for their services. We have been told that in Scotland, a careful watch is kept on the numbers attending library schools and on employment prospects; of the students who left the Strathclyde University Department of Librarianship in 1968, all found employment without difficulty.

112. What we have said relates to the employment of chartered librarians who have secured the qualifications awarded by the Library Association. Members of library staffs, who do not seek these qualifications, can now obtain a Library Assistant's Certificate awarded by the City and Guilds of London Institute, on the successful completion of a technical college course. Four colleges in Scotland (Central College for Commerce and Distribution, Glasgow; Telford College, Edinburgh; Aberdeen Commercial College; Motherwell Technical College) at present offer this course. We think that staff trained to this level have a useful part to play, and we recommend that librarians and library authorities should

¹ HMSO London, 1968.

make it possible for their staff to attend day-release classes as an alternative to their attending evening classes, in order to obtain this qualification.

113. It is important, in our view, that all the larger libraries should recognise an obligation to take on their strength staff who are gaining experience necessary for recognition as chartered librarians. We think that all libraries employing more than ten chartered librarians should set aside ten per cent. of posts for such staff.

114. Salaries and grading of posts are not within our terms of reference, as negotiating machinery exists for this purpose. We wish only to express the view, that if an efficient service of high quality is to be provided, adequate salary scales are necessary, and these should be operated so as to provide attractive careers for librarians. This is particularly so, if a high turnover of staff is to be avoided.

XIV. The Future

LEGISLATION

115. Our terms of reference required us, in studying and making recommendations about the standards for an efficient public library service in Scotland, to have regard to the report of the England and Wales Working Party on standards, which was appointed in March 1961. While we were not asked to make any recommendations for future legislation, we note that in England and Wales, the publication of the report of the working party was followed within a short time by the passing of the Public Libraries and Museums Act 1964.

116. As we mentioned in paragraph 5, the nature and size of authority most suited to carry out the functions of a library authority were matters deliberately excluded from our terms of reference. They are, however, matters on which guidance may be expected from the Royal Commission on Local Government in Scotland, and the recommendations of the Royal Commission, together with those in our own report, would provide a suitable opportunity for the consolidation and revision of the Public Libraries (Scotland) Acts, which as we have noted in paragraph 4, seem long overdue.

117. It may be convenient, therefore, to list the main provisions which were introduced for the first time in the Public Libraries and Museums Act 1964, and which are still not included in Scottish libraries legislation :

- (a) the Secretary of State was given a duty to superintend the public library service and promote its improvement, and to secure the proper discharge of their functions by library authorities ;
- (b) to assist the Secretary of State in his task and provide him with authoritative advice, Libraries Advisory Councils were to be established for England and Wales—to be appointed by the Secretary of State and to include members with experience of the administration of the service provided by library authorities and also persons with experience of the administration of libraries managed by bodies other than those authorities ;
- (c) library authorities were given a general duty to provide a comprehensive and efficient service, including a bibliographical and reference service ;
- (d) the Secretary of State was given default powers ;

- (e) library authorities were empowered to make contributions and grants, at their discretion, towards the expenses of other libraries, whether statutory or not ;
- (f) it was made clear that library authorities had power to make provision on library premises for educational and cultural activities ; and
- (g) there were miscellaneous provisions relating to (i) charges ; (ii) transfer of staff and of assets and liabilities ; (iii) enquiries ; (iv) annual report by the Secretary of State ; (v) compulsory acquisition of land, and (vi) bye-laws.

The effectiveness of our recommendations on standards would clearly be greatly enhanced if there could be similar legislation in Scotland.

FINANCE

118. In 1967/68 the total gross expenditure on the public library service in Scotland, according to returns made to assist the calculation of the rate support grant, was about £3.7 million. Of this, £2.2 million was spent by the cities and burghs and £1.5 million by the counties, representing expenditure of £748 and £656 per 1,000 population respectively. Within these figures there are wide differences in the amount spent on different areas, not only overall but also, though to a much lesser extent, on different aspects of the service. This makes it difficult to forecast the financial impact of our recommendations. Some authorities are a very long way from meeting the standards we recommend, others will need only marginal improvements, and a few are already providing a service of the recommended standard.

119. The annual cost at 1968 prices of providing the basic library service we estimate to be about £7,500 for acquisitions (£6,750 for books and periodicals, plus £750 for records, prints, and other lending material) and £13,500 for staff, the latter figure being based on the staff need at the recommended level for an urban population of 30,000. Expenditure on other aspects of the service (including buildings and mobile services) cannot be estimated since so much depends on the geographical nature of the area and on the number, situation, and condition of existing buildings, though if a good service is being provided expenditure is not likely to be less than £150 per 1,000 population. The overall cost of providing the basic service will, therefore, be about £850 per 1,000 population at the least.

120. So far as we can see the application of this figure would bring a need for a minimum rise of about 20 per cent. overall in the expenditure of the counties and between 10 and 15 per cent. in the cities and burghs, with an increase in the public library expenditure of the whole country of about 20 per cent. to at least £4.3 million. These figures are a rough guide only, but they may serve to indicate the overall increase in public expenditure which would follow the acceptance by library authorities of our recommendations.

XV. Summary of Recommendations

121. For convenience, we give below our main recommendations and conclusions.

MATERIALS

- (1) Library authorities should aim to provide the basic service, with the acquisition of 7,200 volumes per year. Library authorities serving populations of 30,000 or more should have little difficulty in doing this, and those serving smaller populations should endeavour to provide the basic service although it will cost them relatively more to do so.
(paragraph 20, 21)
- (2) The rate of acquisition where populations exceed 30,000 should be enhanced so as to provide annually about 250 volumes of all kinds per 1,000 population, of which at least 90 should be adult non-fiction.
(20, 21)
- (3) Each library providing the basic service should purchase annually 2,000 adult non-fiction titles for lending purposes, and there should further be a minimum annual addition of 300 volumes to allow for duplicates and replacements.
(20, 21)
- (4) Libraries providing the basic service should provide up-to-date editions of the majority of items in a recommended book list of reference books, included in which should be local history material and works on local specialised interests ; libraries should add annually a minimum of 300 reference works, to augment or replace existing stock.
(20, 21)
- (5) Each library giving the basic service should buy yearly at least 3,000 volumes of adult fiction in English. Allowing for duplicates and replacements of stock, at least 1,500 new titles should be bought annually and these should include an adequate representation of all adult fiction currently reviewed in the principal periodicals.
(20, 21)
- (6) In children's books, a high standard of quality is more important than coverage of a wide range, but each library providing the basic service should buy annually 750 titles and 1,500 volumes.
(20, 21, 94)
- (7) Not less than 100 foreign language publications should be added yearly as part of the basic service.
(20, 21)
- (8) The basic library service should also include a selection of at least 50 periodicals of general interest with additional titles reflecting local industrial interests, periodicals of a regional nature, and at least three major daily papers. Some of these periodicals should be filed for reference purposes.
(20, 21)
- (9) The largest library authorities should be expected to provide almost the whole range of British non-fiction publications. They should also acquire many American and foreign language non-fiction publications.
(20, 21)
- (10) Library authorities of 100,000 population and over, should be expected to acquire some 5,000 to 6,000 non-fiction titles including the 2,000 of the basic service and should also acquire specialised publications in accordance with local and regional requirements.
(20, 21)

- (11) Library authorities serving populations of 30,000 to 100,000 should acquire the 2,000 non-fiction titles of the basic service plus 500 non-fiction titles for every 10,000 of population served above 30,000. (20, 21)

STAFFING

- (12) A minimum standard of one non-manual staff member for every 2,500 population served should be aimed at by all libraries ; in the landward areas of certain rural counties, there should be one member of staff for every 2,000 population. (paragraph 31, 37)
- (13) Branch libraries open at least 30 hours per week should be under the charge of a chartered librarian ; smaller branches could share the services of a chartered librarian in a supervisory capacity. (36)
- (14) In libraries serving up to 100,000 population, 40 per cent. of the non-manual staff should be chartered librarians. In urban areas of dense population a ratio of 33½ per cent. could be regarded as a reasonable minimum ; smaller libraries should have more chartered librarians than the larger libraries in relation to population so that proper supervision can be given to their specialist sections and services. (31, 37, 38)
- (15) Senior members of staff with long experience, who for various reasons have not become chartered librarians, should be given special consideration in regard to their duties, and to salary and grading. (41)
- (16) Libraries employing more than ten chartered librarians should set aside ten per cent. of their posts for staff who are gaining experience necessary for recognition as chartered librarians. (113)

PREMISES

- (17) Although complete adoption of the IFLA standards for buildings is not recommended, it is hoped that authorities will have regard to them in planning new buildings and that in particular they will be more generous in their allotment of space for readers and students. (46)
- (18) Librarians should be consulted at all stages about the planning, siting, and construction of libraries. (47)
- (19) The library building and its fittings should, in support of its role as a centre of cultural activities, provide an example of the best in modern design. (48, 50)
- (20) The future development of library services should be planned and, where possible, sites reserved. (49)

SERVICES TO THE PUBLIC

- (21) An adequate presentation of current material cannot be achieved with a stock of less than 25,000 volumes ; small collections in part-time branches should not be less than 5,000 volumes. Stocks should be continually examined for cleanliness and general attractiveness. (52, 53)
- (22) The extension of library lending to include pictures, gramophone records, tape recordings, and other non-book material should continue. (54)
- (23) In addition to a central library, the service in an urban area should include full-time branches serving clearly defined areas for populations of 15/20,000. (59)

- (24) A library aiming at a full-time service should be open for at least 45/50 hours each week ; these hours should reflect local circumstances and demands on the service. (60)
- (25) In communities having a natural centre, which are not part of a larger urban area, a library open for 30 hours or more each week should be provided for populations over 4,000 ; between 1,500 and 4,000 population, 10 to 20 hours a week should be adequate. (paragraph 60)
- (26) Where an item is not returned within the specified loan period, library authorities should have power to impose charges for recovery expenses. (62)
- (27) Any reader should be able to make a special request for any book or other item which the library might reasonably be expected to acquire or borrow. If a charge is made, it should be for outgoings such as stationery and postage only. (63)
- (28) It should be the aim to establish for those who live in rural areas as good a service as those who live in the towns. The best method of providing such a service appears to be the mobile library ; this method of service is especially valuable for scattered populations and for centres with populations of less than 1,500. (65, 67)
- (29) Public libraries should regard it as part of their normal duty to provide the same standard of service for all people within their area, including those in hospitals, old people's homes, and other institutions, and those confined to their homes by illness or disability. (74-80)

CHILDREN'S LIBRARIES AND SCHOOL LIBRARIES

- (30) Regular consultation about book selection for school libraries between teachers and librarians is important, and can best be furthered by the appointment of specialist children's librarians. (84, 86)
- (31) The public library's service for children should aim to reach the same standard as that for adults ; study facilities should be provided where possible. (60, 96)
- (32) A stock of about 8,000 books should provide a fair choice in a children's library ; in smaller branches this may be reduced, but should not go below 3,000 books. (100)

MISCELLANEOUS

- (33) The working party hopes that the future of the Scottish Central Library will be safeguarded, and that future legislation will provide a satisfactory basis for the conduct of the library. (104)
- (34) Public libraries in Gaelic speaking areas, and in areas where there is a scholarly and cultural interest in the language could be expected to acquire all new titles. (110)

GENERAL

- (35) Authorities should reappraise their services in the light of the working party's recommendations, and in some cases might wish to consider amalgamation. (22)
- (36) The working party considers that the effectiveness of its recommendations for standards would be enhanced if there were enacted for Scotland legislation similar to the Public Libraries and Museums Act 1964. (117)

APPENDIX A

LIBRARY AUTHORITIES AND THE POPULATION THEY SERVE

The following figures are taken from the Registrar General's publication 'Annual Estimates of the Population of Scotland 1968'¹.

CITIES	POPULATION (,000)	BURGHES	POPULATION (,000)
Aberdeen . . .	181	Airdrie . . .	36
Dundee . . .	182	Arbroath . . .	21
Edinburgh . . .	466	Ayr . . .	47
Glasgow . . .	945	Banff . . .	3
		Blairgowrie . . .	5
		Brechin . . .	7
COUNTIES		Buckhaven . . .	19
Aberdeenshire . . .	107	Campbeltown . . .	6
Angus . . .	42 ²	Carnoustie . . .	6
Argyll . . .	43	Clydebank . . .	50
Ayrshire . . .	251	Coatbridge . . .	53
Banffshire . . .	41	Crieff . . .	6
Berwickshire . . .	21	Cromarty . . .	1
Bute . . .	13	Dumbarton . . .	26
Caithness . . .	28	Dunbar . . .	4
Clackmannanshire . . .	43	Dunfermline . . .	51
Dumfriesshire . . .	88	Dunoon . . .	9
Dunbartonshire . . .	110	Falkirk . . .	38
East Lothian . . .	37	Forfar . . .	10
Fife . . .	191	Fraserburgh . . .	11
Inverness-shire . . .	53	Galashiels . . .	12
Kincardineshire . . .	26 ²	Grangemouth . . .	22
Kirkcudbrightshire . . .	28	Greenock . . .	71
Lanarkshire . . .	372	Haddington . . .	7
Midlothian . . .	126	Hamilton . . .	46
Moray and Nairn . . .	60	Hawick . . .	16
Orkney . . .	18	Helensburgh . . .	12
Peeblesshire . . .	5	Innerleithen . . .	2
Perth and Kinross . . .	76	Inverness . . .	32
Renfrewshire . . .	192	Inverurie . . .	5
Ross and Cromarty . . .	56	Jedburgh . . .	4
Roxburghshire . . .	18	Kelso . . .	4
Selkirkshire . . .	3 ³	Kilmarnock . . .	48
Stirlingshire . . .	113	Kinross . . .	2
Sutherland . . .	13	Kirkcaldy . . .	52
West Lothian . . .	105	Kirkintilloch . . .	24
Wigtownshire . . .	28	Leven . . .	9
Zetland . . .	17		

¹ HMSO Edinburgh, 1969.

² Joint service.

³ Landward areas served by Galashiels.

BURGHs	POPULATION (,000)	BURGHs	POPULATION (,000)
Maybole . . .	5	Perth . . .	41
Montrose . . .	10	Peterhead . . .	13
Motherwell . . .	75	Prestonpans . . .	3
Newburgh (Fife) . . .	2	Rutherglen . . .	25
North Berwick . . .	4	Selkirk . . .	5
Paisley . . .	95	Stirling . . .	28
Peebles . . .	6		

Note: Some of the burghs look to the county for part or all of the facilities provided.

Library Buildings

TABLE 1

NEW LIBRARY PREMISES 1960/69

Year	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	Total
Headquarters in cities and burghs . . .	—	—	—	—	—	—	—	—	—	1	1
Headquarters in counties . . .	—	—	—	—	—	—	1	—	1	1	3
Branch libraries . . .	6	4	3	8	7	6	9	10	16	11	80
Extensions and renovations (£2,000+) . . .	3	5	5	1	1	4	6	6	11	4	48
Miscellaneous . . .	4	8	2	3	3	5	4	7	7	3	46
Total . . .	15	17	10	12	11	15	20	23	35	20	178

Compiled from Scottish Library Association's Survey of new premises 1960/69, which was carried out for the Working Party.

TABLE 2

CAPITAL EXPENDITURE ON LIBRARIES AND MUSEUMS
FOR THE YEARS 1959/60 TO 1968/69

	£,000
1959/60	52
1960/61	32
1961/62	34
1962/63	64
1963/64	137
1964/65	227
1965/66	277
1966/67	314
1967/68	202
1968/69	340

Source: Returns made to the Scottish Education Department by local authorities ; the classification covers both library and museum buildings.

TABLE 3

SQUARE FEET OF SPACE PER 1,000 POPULATION SERVED IN A SAMPLE
OF NEW BRANCH AND HEADQUARTER BUILDINGS 1960/69

	Square feet per 1,000 Population served	
	Cities and Large Burghs	Counties with Population over 75,000
Highest	292	800
Median	240	360
Average	222.5	392.5
Lowest	40	133
Number in Sample	13	43

Note: Information was taken from the Scottish Library Association's survey of new premises ; the sample is restricted to branch libraries and headquarters premises not forming part of other buildings, and for which full information was available. There were no new buildings in small burghs and counties under 75,000 population in the sample.

TABLE 4

COSTS PER SQUARE FOOT OF BRANCH LIBRARIES
COMPLETED 1967/69, WITH YEAR OF CONSTRUCTION
(INCLUDING FURNITURE AND FITTINGS)

	Highest	Lowest	Median	Average	Number
	£	£	£	£	
Cities	12.1 (1968)	4.6 (1968)	8.1	8.5	7
Counties	11.5 (1967)	3 (1969)	6.2	6.7	20

Source: As for Table 3.

Note: In this table only buildings completed 1967/69 are taken into account, in order to give a better comparison of prices.

STANDARDS FOR PUBLIC LIBRARY BUILDINGS—
INTERNATIONAL FEDERATIONS OF LIBRARY ASSOCIATIONS
(APPROVED IN PRINCIPLE AT WARSAW 1959)

I. General

Every library should provide space to accommodate and display the books from which readers choose those they take home, space to read on the premises and to study a suitable selection of reference books and periodicals for both adults and children. In the smaller branches these may well be accommodated in a single room provided it is big enough for several types of user not to interfere with one another. In larger branches and smaller central libraries the adult lending department, the adult reference and reading department and the children's department need separate rooms each with separate staffing while it is open. In the larger central libraries, in addition to the separate reference library and reading rooms, special departments will be necessary, e.g. local history and archives collections, commercial, technical and other subject departments, gramophone record libraries. In all but the smallest libraries, space for lectures, meetings, classes, story hours, exhibitions and so on will be a great asset to the community.

In all buildings, even the smallest, there must be accommodation, apart from the public rooms, for (a) book storage, (b) storage of materials and equipment, (c) staff work space and office space, (d) staff rest room, (e) some facilities for the staff to make tea and eat their meals. In the smallest places some of these may be combined but the facilities must exist.

As a general principle, the smaller the population served, the greater must be the space for books and readers and the working accommodation per 1,000 population. The smallest full-time library should have 6,000 volumes on the shelves at any time if readers are to have reasonable choice and if the collection is to cover the many and various matters of general interest. This would be needed if only 4,000 people are served ($1\frac{1}{2}$ v. per head) but would suffice for 6/7,000 (1 per head).

When applying the factors given below the following general principles must be observed :

- (i) In the case of a branch, or the only library for a community, base your calculations on the total population it can serve, including those living maybe some distance away but for whom it is the nearest library. But in the case of an urban central library (i.e. where there are branches) take the *total* population of the city (ignoring branches)—this is to allow for central services and administration, special departments, stacks, etc.
- (ii) Have regard to the future. Is population likely to increase ? Build for at least 20 years ahead. This is not allowed for in the factors. If possible, the site should permit the future extension of the building and the plan should make this possible.

II. Total Floor Areas

(*Note*—all factors are per 1,000 population.)

Total floor area (including lobbies, corridors, storage and work space but not allowing for lecture halls, meeting rooms, etc.) :

Population served—10–20,000	—allow 450 sq. ft. (42 sq. m.) per 1,000
Population served—20–35,000	—allow 420 sq. ft. (39 sq. m.) per 1,000
Population served—35–65,000	—allow 375 sq. ft. (35 sq. m.) per 1,000
Population served—65–100,000	—allow 335 sq. ft. (31 sq. m.) per 1,000
Population served—over 100,000	—allow 300 sq. ft. (28 sq. m.) per 1,000

III. Floor Areas occupied by various Departments

The proportion of the total area occupied by adult lending departments, reference and reading rooms and children's departments will vary considerably according to size, from as much as 90–95 per cent. in the small one room branch, to as little as 25 per cent. (in the very large central library with special departments, offices, storage stacks, etc.). The library in the medium group (i. e. serving between 35,000 and 65,000) should offer a minimum 100 sq. ft. (9.3 sq. m.) per 1,000 population for the adult lending library and 75 sq. ft. (7 sq. m.) for reference and reading rooms.

In a medium sized library an allocation of 50 sq. ft. (4.6 sq. m.) per 1,000 population for the children's department will be reasonable but it should be remembered, on the one hand, that it is most desirable that the children's library should be big enough to hold a school class and to secure this in a smaller place will require a higher allocation per 1,000. On the other hand, as children should not be required to go long distances to the library, it is seldom in a larger urban area that a children's library will have to serve the children from a population of more than 30,000 ; consequently even in the central library of a large city a room of 1,500 sq. ft. (140 sq. m.) will be sufficient.

IV. Shelving

Shelving (both for open access and storage) should be provided on the basis of 1,350/1,500 volumes per 1,000 population.

In the medium sized library there should be open access shelving (to which readers enjoy free access) for 1,000 volumes per 1,000 population.

In smaller libraries more will be needed and the minimum for a full-time library should be 6,000 open access volumes. Where it is not possible, as in smaller part-time libraries, to provide this open shelf space, frequent exchanges of stock, e.g. from a central or headquarters library, should be arranged so as to ensure that in the course of time readers will see a wider selection. Such exchanges are valuable even in larger libraries.

Conversely, the larger libraries will usually display a smaller proportion on open shelves because, for example, it is undesirable to have over-large open-shelf lending library stocks as these tend to confuse readers and are difficult to keep attractive. The maximum desirable is between 40/45,000.

In the medium sized library the total open shelf space will be allocated approximately 60 per cent. to adult lending department, 20 per cent. to reference

department and reading room, and 20 per cent. to children's department. In the smaller branch libraries the reference collections may be smaller if there is ready access to a larger central reference library.

There must always, even in the smallest library, be some book shelving, not in the public room, for reserve and other less used book stocks. The proportion of such 'reserve' shelving to the total will increase according to the size of the library, the smallest having about 10 per cent. reserve.

V. Seating Accommodation

The medium sized library should provide seating accommodation on the basis of about 4 seats per 1,000 population (1 in adult lending—normally subject to a maximum of 50 seats—about 2 per 1,000 population in the reference library and reading room, between 1 and 1.5 in the children's department—subject to a maximum of 50). Again this ratio must be greater for the smaller library and may be less in the larger.

VI. Branch Libraries

Branch libraries should be set up in rural areas where there are more than 500 people unable readily to use a larger library within 2 miles and in the case of a town or city branch where there are more than 5,000.

Where there are between 500 and 1,000 people living or regularly frequenting a place it needs a part-time branch in premises of which the library has exclusive use. A full-time library is required wherever there are 4,000 people for whom the place is a natural social centre, excepting that in urban areas it will normally be unnecessary and undesirable to provide branches to serve less than 15/20,000.